DOCUMENT RESUME

ED 153 363 EA 010 550

AUTHOR Carver, Fred D.
TITLE A Return to Rhetoric: School Administration Textbook Literature from 1946 to 1955.
PUB DATE Mar 78
NOTE 17p.; Paper presented at the Annual Meeting of the American Educational Research Association (Toronto, Ontario, March 27-31, 1978)

EDRS PRICE MF-$0.83 HC-$1.67 Plus Postage.
DESCRIPTORS *Administrative Personnel; *Administrator Education; Democratic Values; Educational Philosophy; Educational Trends; Elementary Secondary Education; Higher Education; *Literature Reviews; *Textbook Content; Textbooks

ABSTRACT

Textbooks in educational administration published in the years 1946 through 1954 were examined for the purpose of testing the theses that the dominant emphases in them were democratic administration and community schools; and that by the end of the period a quest for a new scientific basis for administration would be apparent. A sample of twelve textbooks was selected and examined, with special attention given to the preface/introduction. Textbooks examined revealed much less evidence that a search was beginning for a scientific basis for educational administration than that the philosophy/ideology of democratic administration dominated the period literature. The evidence for a new quest was less pervasive than the more implicit and subtle support for the community school concept. (Author/ML F)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED153363

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Fred D Carver

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND USERS OF THE ERIC SYSTEM."

A RETURN TO RHETORIC: SCHOOL ADMINISTRATION TEXTBOOK LITERATURE FROM 1946 to 1955

by

Fred D. (Don) Carver
Dean, School of Education and
Professor, Educational Administration
Southern Illinois University- Edwardsville

Presented at the 1978 Annual Meeting of the American Educational Research Association, Toronto, Ontario (Canada)
March 27-30, 1978

EA 010 550

Background and Methodology

The original idea for this paper (and companion papers by Mason, Eaton, and Parker) came from Professor William Eaton following the 1977 AERA Annual Meeting in New York. It was his notion that separate investigations could be conducted of textbook literature in educational administration from (about) 1820 to the advent of educational administration's love affair with the behavioral sciences. From discussions with Professor James Parker came the four-period conceptualization of textbook literature in the field:

From Idea to Ideology: School Administration from 1820 to 1914

From Ideology to Conventional Wisdom: School Administration from 1915 to 1933

From Convention to Concept: School Administration from 1934 to 1945

A Return to Rhetoric: School Administration from 1946 to 1955.

It was agreed that textbooks in educational administration published in the years 1946 through 1954 would be examined for the purpose of testing the theses that: 1) the dominant emphases in educational administration textbooks were democratic administration and community schools; and 2) by the end of the period a new quest was apparent, for a new scientific basis for administration.

A list of textbooks published in the years 1946-1954 (inclusive) was developed (Appendix A). A sample of twelve of the textbooks was selected and examined with special attention given to the preface/introduction; books were selected for examination across the nine year period (see asterisked books in Appendix A). While certain of the volumes examined could be considered specialized--e.g., elementary principalship focus or human relations focus, exluded were texts that treated specialized task areas such as school finance (Mort and Reusser, Public School Finance, 1951) and subject areas such as health and physical education (Williams, Brownell, and Vernier, The Administration of Health and Physical Education, 1946). Excluded were

works whose titles identified them as exclusively treating supervision. The latter decision may be more questionable than the former. Supervision developed as the specialized area of administration concerned with the improvement of instruction. Almost all of the administration texts examined called attention to the improvement of instruction as the most important purpose of administration; certainly the elementary administration texts had that focus. On the surface, however, the inclusion of supervision texts in the analysis would have only added to evidence supporting the first thesis (note the titles of supervision texts in Appendix B).

Finally, not included as educational administration texts were seminal works which were used toward the end of the period and beyond as primary source material in the early days of the behavioral science movement:

Simon's, Administrative Behavior (1947); Lepawsky's, Administration, The Art and Science of Organization and Management (1949); and Simon, Smithburg, and Thompson's, Public Administration (1950). Other materials utilized in the preparation of the discussion that follows are to be found in Appendix C. Bibliographic citations for references identified in the narrative can be found in Appendix A or Appendix C.

Thesis One: Democratic Administration and Community Schools

The end of World War II is a distinct beginning of the '46-'54 period. There was no similarly logical event in 1954 to serve as the right bookend. The Brown vs. Board of Education decision was issued in 1954 and was a milestone in the use of social/behavioral science in the framing of decisions; it would, however, be overly opportunistic to "end the period" with the decision. 1954 (or any specific year) is an arbitrary ending date for a period in educational administration textbook literature that brilliantly reflects societal emphases. For all students and practitioners of educational

administration during this period the challenge was to further democratize the operation of the public schools. This had implications for internal affairs as well as external relations since the school's democratic mission was to serve society's needs, it had to be related to and in tune with community interests and activities.

A second international conflict in the 20th Century involving the United States with totalitarian governments as enemies during the fighting and subsequently as allies called to the fore the role of the public schools in preventing totalitarianism from developing and in maintaining a strong nation as protection from external forces as well. The growth of schools and school systems, in size and purposive scope, were additional factors calling for something other than "business as usual" in educational administration. Kefauver (Henry, 1946, chp. 1), introducing the design for the Forty-fifth NSSE Yearbook, argued the need for a reorientation of educational adminstration away from scientific management and suggested the use of new concepts to emphasize the difference. His new terms were: educational administration as social statesmanship, leadership in educational administration, educational planning, and democracy in educational administration. Two quotes merit citing:

> 1. The term, social statesmanship, is made appropriate, too, by the bearing which educational policy and social policy have on each other. The achievement of important ends is dependent on the understandings, attitudes, and skills possessed by the people. In a democracy this dependence is especially critical. Likewise, educational policy has its origins in the society which it serves. The school is devoted to and engaged in the service of the basic democratic principles and goals, recognizing, at the same time, its service to the individual and to the progressive improvement of society.
>
> An important fact to be recognized, sometimes to the discomfiture of the educational administrator, is that educational policy is not a concern of the educator only. It is an appropriate and legitimate concern of people in all walks of life.... (p.3.)

> 2. The concept of democracy in educational administration is now generally accepted. There are still differences of judgment as to the desirability of particular procedures, and it must be admitted that practice has not advanced as far as theory. The rise in the standard of preparation of teachers makes possible a more responsible role for the teacher. The movement is encouraged by the greater attention being paid to education for democratic citizenship and the belief that the practice of democracy is a more effective teacher than mere talk about it. (p. 3.)

Only in Mort (1946), Sears (1950), and Knight (1953) was there not manifest evidence of the focus on democracy as the over-riding emphasis. It is not that those three books were anti-democratic. The first two were more concerned with laying out conceptualizations of administration, Mort's from years of empirical research and Sears' by applying the administrative process approach from business and public administration exemplified in Gulick and Urwick (Eds.), Papers on the Science of Administration. The third, Knight's, was a collection of 191 short "original sources of information in educational administration" (p. v.). Only 14 of the selections were authored in the 1946-54 period. Within the administrative process focus, Sears (1950, p. 96) states that the conception of education defined could "be inculcated only by teachers, principals, supervisors, and counselors who are themselves living as free individuals and working together cooperatively with mutual respect for one another, and with full consciousness of their own rights and their own duties to play a part in the government of the school."

In a chapter entitled "Our Theory of Public Schools", Sears (1947) asserts that principles, derived from an analysis of the administrative processes, would be "false and misleading if they are not in harmony with our theory of the state and of the public school as an instrument of the state for social

control and social progress. For instance, in our form of state the concept of democracy forbids the use of authority in an autocratic way. Our organization, our controls, our directing, our planning, and our coordination must be democratic processes. " (p.109.) Yauch (1949) was written with the elementary principal specifically in mind but the author expressed the belief that it would be useful to administrators in any role. He stated his case directly in the introductory chapter: "The present volume is an attempt to present practical suggestions concerning the ways in which the principal can provide teachers with democratic experiences." (p. 11.) That theme is carried through the book in chapters such as "Group Leadership", "The Teachers' Meeting", and "The Management of Personal Relations" and includes specific advice/hypotheses, e.g., "Whenever any decision is made which involves others, these individuals should be included in determining the nature of that decision." (p. 208.)

Pittenger (1951) comments that the democratic philosophy was dominant in published literature and at convention discussions and that practice was being "penetrated by the movement at many points." (p. 16.) In the chapter entitled "A Functional Organization of School Personnel", the dual rationale for democracy is identified as organizational efficiency and assumed inherent rights; regarding efficiency, given a democratic institution established by a democratic society, better policies and execution will result, democracy is the necessary means for stimulating professional interest and growth, and children can learn to live in a democratic society only if that kind of environment exists for teachers.

In chapters 5 and 6, Moehlman (1951) presents principles of organization that tie together democracy, education, and administration. A later chapter is built around the theme that the democratic community and school together are the

strength of American public schools. Wahlquist (1952) identified three purposes for the text, the third (and theme of the book) being, "to show how the democratic philosophy of education can be meaningfully implemented in practice." (p. iii.) As an aside, the authors distinguish between school administration and educational administration. The latter, which they prefer as the field describing term, they say carries a dynamic connotation while the former connotes a static area of concern, namely the school. In noting the impact of the National Conference of Professors of Educational Administration (NCPEA), the chapter author comments that NCPEA promoted democratic school administration since its inception in Endicott, N.Y. in 1947 and that "every yearbook of this body (presumably through 1950 or 1951) has been centered in this new concept." (p. 25.)

The AASA yearbooks that essentially bookend the period (AASA, 1947 and AASA, 1955) are replete with the democratic ideal. The "administration sections" of the 1947 volume, chapters 9-13, involved the identification of principles for the processes of democratic cooperation and then applied them in small, city, and metropolitan area school districts and at the state level. A leaning toward democratic administration would characterize the 1955 volume; the yearbook was intended "to help people develop skills in the art of managing and working with people and maintain order and efficiency."

The community school emphasis in the textbook literature is more implicit than was the emphasis on democratic administration although Melby (1955) represents a summation of the threads that run through most of the textbooks of the period. Most had a chapter or chapters devoted to the administration of a school or relations with the community. Almost all had an introductory section that placed the school in the context of the "democratic community" in a "democratic society." It was natural to link

democratic administration with community school or perhaps more appropriately see the community and the school as inseparable parts. Indeed with democratic administration deriving largely from the political ideology of the society, it would have been ironic if community school or a similar concept had not emerged to remind the school of its immediate referent group.

There is some explicit evidence of the community school "rhetoric" in the texts as well. Sears (1947) makes the argument as follows in his chapter, "The Administration of a School":

> 1. Should one plan his school in ways that tend to segregate children by social groups? When the word social is properly used that is precisely what modern school administration advises. This does not mean recognition of social classes. It means that as nearly as possible a school must be for and of a real community. (Underlining added.) If the school is for a stockyards area, or an industrial section, or for a Jewish district, a Polish, Chinese, or an Italian district, or for a residential suburb, that does not in any sense mean that the pupils of any one of these groups are so segregated because they are socially below or above those of any other group. It means that each group is set off in order that the school may function in ways to fit the needs of all, adults and children, who belong to the group it serves." (p. 370.)

Moehlman (1951), as previously cited, developed a chapter around the theme that the community and school together are the strength of American public schools. He also includes a section on the use of the school for adult education. The 1946 NSSE Yearbook (Henry, 1946) included a chapter stressing the importance of educational administration's bringing the school and community into close working relationships. Lawson (1953) begins his text not with the general societal context setting that characterizes many of the books but, (presumably) taking all that for granted, with principles and techniques for administering school community relations.

It may be the case that the community school concept had not yet been accepted at the level of rhetorical usage as democratic administration in the period. Or it may simply be that the community school was such a much larger

concept than administration and so pregnant with curricular implications that it was on the periphery of specialized concerns for textbook writers of the period. It was a newer concept than democratic administration and could be easily subsumed for many administrators as a "given" within the societal context of the schools. As defined by Seay (Henry, 1953, p.2.) it expanded the purposive parameters for the public schools--a vehicle for the schools to act as a powerful social force within a democratic society. It was not that the schools would "build a new social order"; it was that the schools could cooperate with communities to develop the latent capacities and improve the quality of life for all in the communities. The NSSE Yearbooks toward the end of the period (Henry, 1953 and Henry, 1954) no doubt gave impetus to the movement. Another after the period ended (Henry, 1959) would rival Melby (1955) as the signal light for community education up to 1960.

Thesis Two: A New Quest

Textbooks examined revealed much less evidence that a search was beginning for a scientific basis for educational administration than that the philosophy/ideology of democratic administration dominated the period literature. Another summary judgment is that the evidence for a new quest was less pervasive than the more implicit and subtle support for the community school concept. Events of the '46-'54 period can be chronicled that were to later crash like thunder across educational administration and to have major impact on textbook and other literature. Hollis Moore, writing of the history of educational administration (Griffiths, 1964, Chapter 2), identifies 1947 as the "date to mark the beginning of a 'ferment in school administration.'" (p. 11.) Little of the ferment found its way into the texts of the period, however.

In general, books at the end of the period differed little from those at the beginning. Immegart's description of the normative educational administration text of 1954 (presented in contrast to the typical text of 1974) would aptly describe much of the textbook literature of the period. (Immegart, 1975, p. 35):

> The book began with an elaborate treatment of the context of education followed by a short treatment of the topic of administration. Administration in education was espoused in "democratic" terms and advanced as the way to bring democracy to organizations and the youth. Then chapters dealing with the tasks of administration were presented one by one. The book ended with a chapter or two on the challenge or future of education and re-emphasized the democratic administration charge voiced earlier for those needing reinforcement or who missed it in hurrying on to "how to do it." The context of educational administration was carefully documented with status data or survey data from secondary sources as well as the much used or respected general education literature. Research citations were largely limited to statistical studies from school districts, associations, state departments, or U.S.O.E. and few, if any, dissertations were quoted. The case for democratic administration was less documented and once into the task areas ("how to do it") documentation was scarce while experience, successes, and opinion abounded. Included were not only guidelines, principles, and steps but also charts, forms, and procedures. And the book sought to be a complete source for the administrator (or would be administrator), containing all he would need to or want to know in 600 or so pages.

Two of the textbooks stand apart as integrated and "complete conceptualizations of administration" (Mort, 1946) and (Sears, 1950). Mort introduced Principles of School Administration as "a set of internally consistent principles covering the whole range of administration"; "a by product of a search for a useful theory of educational dynamics -- a theory that will put invention and the diffusion of invention of ways to meet changing concepts of purpose at the center and will modify the administrative structure and attendant procedures to meet the demands of the humanitarian and prudential principles and of empirical knowledge." It was not, however, a conceptualization based on the social/behavioral sciences as were the post '54 frameworks. It was, rather, derived largely from a practice oriented empiricism. Sears

applied a process conceptualization (organizing, controlling, directing, planning, and coordination) to "find a more fundamental basis than we now have for the criticism and improvement of administrative practice." (p. viii.) This work may be most important for its emphasis on the need to help people learn "how to find out how to adminster" rather than training people "how to administer"(p. 501) and for the author's identification of psychology, sociology, anthropology, political science, law, administration (essentially public administration), and engineering and business administration as sources of subject matter to aid students. (chapter 13.) The helping people learn "how to find out" emphasis was clearly a reaction to the how to do it/cookbook emphasis (that fit hand in glove with the democratic administration ideology). The identification of the sources of subject matter might reasonably be interpreted as a voice preparing the way for what was to (and did) come.

Wahlquist (1952) recognizes activity in the AASA and the inception of NCPEA in 1947 as important stirrings in the field. Moore cites those as two of the three significant events that started the ferment that surfaced in the literature after 1954 (Griffiths, 1964, p. 15 and Moore, 1951, chapter 1)--the other was a recommendation to the Kellogg Foundation from its education advisory committee that educational administration deserved Foundation support. The converging of those forces led to the formulation and implementation of the Cooperative Program in Educational Administration in academic year 1950-51, the Committee for the Advancement of School Administration in 1955, and the University Council for Educational Administration in 1956. Out of this complex of crucibles bubbled the brew that was to become known concurrently as the behavioral science and the theory and research movement in educational administration.

It is only with the 20-10 vision of retrospect that the textbook literature of the '46-'54 period can be seen as reflecting the beginning of a search for a new scientific basis (considering scientific management as the first) for educational administration--a search for which the planning was well underway as the period ended. Given the pervasiveness of the commitment to the democratic ideology and its attendant community school focus (the neighborhood school as the melting pot in American society), the difficulties in making that work, and the attention the public schools received as they grew in size and complexity, it is not surprising that a search was undertaken. That textbooks did not lead the mission nor signal its presence very loudly may merely be a commentary on the nature of textbooks--especially in a field as diverse and yet as common as educational administration; and most especially in the early stages of development of a field of study.

APPENDIX A
Textbooks in Education Administration, 1946-54

*Mort, Paul R. Principles of School Administration: A Synthesis of Basic Concepts. N.Y.: McGraw-Hill Book Company, Inc., 1946.

Otto, Henry J. Organizational and Administrative Practices in Elementary Schools in the United States. Austin, TX: University of Texas, 1946.

*Reavis, Wm. C. Educational Administration. Chicago: University of Chicago Press, 1946. 15th Annual Conference.

Fox, James H. and Others. School Administration, Principles and Procedures. N.Y.: Prentice-Hall, 1949 (c1947).

*Sears, Jesse B. Public School Administration. N.Y.: Ronald, 1947.

Hilton, Ernest Rural School Management. N.Y.: American Book Company, 1949.

*Wauch, Wilbur A. Improving Human Relations in School Administration. N.Y.: Harper, 1949.

Yeager, Wm. A. Administration and The Pupil. N.Y.: Harper, 1949.

Dougherty, James H., et.al. Elementary School Organization and Management (Rev.Ed.) N.Y.: Macmillan, 1950.

Huggett, Albert J. Practical School Administration. Champaign, IL: Garrard Press, 1950.

*Sears, Jesse B. The Nature of the Administrative Process. N.Y.: McGraw-Hill, 1950

Skogsberg, Alfred H. Administrative Opertional Patterns. N.Y.: Metropolitan School Study, Bureau of Publications, 1950.

Elsbree, Willard and Harlod J. McNally. Elementary School Administration and Supervision. N.Y.: American Book Co., 1951.

Hagman, Harlan L. The Administration of American Public Schools. N.Y.: McGraw-Hill, 1951.

*Moehlman, Arthur B. School Administration. Boston: Houghton Mifflin, 1951.

*Pittenger, Benjamin R. Local Public School Administration. N.Y.: McGraw-Hill, 1951.

Reeder, Ward G. The Fundamentals of Public School Administration (3rd Ed.). N.Y.: Macmillan Company, 1951.

Campbell, Clyde M. Practical Applications of Democratic Administration. N.Y.: Harper, 1952.

*Wahlquist, John T. and others. The Administration of Public Education. N.Y.: Ronald Press, 1952.

Edmondson, James B., Joseph Roemer, Francis L. Bacon. The Administration of the Modern Secondary School. N.Y.: MacMillan, 1953.

*Knight, Edgar W. Readings in Educational Administration. N.Y.: Holt, 1953.

*Lawson, Douglas E. School Administration. N.Y.: Odyssey Press, 1953.

Ovsiew, Leon. Emerging Practices in School Administration. N.Y.: Metropolitan School Study Council and Cooperative Program in Education Administration, 1953.

*Douglass, Harl Ray. Modern Administration of Secondary Schools. Boston: Ginn, 1954. (revision of the 1944 Org. & Admin. of Sec. Schools.)

Elsbree, Willard S. and E. Edmund Reutter, Jr. Staff Personnel in the Public Schools. N.Y.: Prentice-Hall, 1954.

Greider, Calvin and William E. Rosenstengel. Public School Administration. N.Y.: Ronald Press Co., 1954.

Otto, Henry J. Elementary School Organization and Administration. (3rd Ed.) N.Y.: Appleton-Century-Crofts, 1954.

*Reavis, Wm.C. et al. Administering The Elementary School - A Co-operative Educational Enterprise. N.Y.: Prentice Hall, 1954.

Shane, Harold G. and Yauch, Wilbur A. Creative School Administration in Elementary and Junior High Schools. N.Y.: Holt, 1954.

Weber, Clarence A. Personnel Problems of School Administrators. N.Y.: McGraw Hill, 1954.

Yeager, Wm. A. Administration and The Teacher. N.Y.: Harper, 1954.

*Sample books

APPENDIX B
Supervision Texts, 1946-54

Adams, Harold P. and Franck G. Dickey Basic Principles of Supervision. N.Y.: American Book Co., 1953.

Bartky, John A. Supervision as Human Relations. Boston, Heath, 1953.

Boardman, Charles W., Harl R. Douglas, and Rudyard K. Bent Democratic Supervision in Secondary Schools. Boston: Houghton Mifflin, 1953.

Briggs, Thomas H. Improving Instruction Through Supervision. N.Y.: MacMillan, 1952.

Melchoir, William Tobias Instructional Supervision: A Guide to Modern Practice. Boston: Heath, 1950.

Spears, Harold. Improving the Supervision of Instruction. N.Y.: Prentice-Hall, 1953.

Wiles, Kimbal Supervision for Better Schools. N.Y.: Prentice-Hall, 1950.

APPENDIX C
Sources Other than Educational Administration Textbooks

AASA. Schools for a New World. Twenty-fifth Yearbook of the AASA. Washington, D.C.: The Association, 1947.

AASA. Staff Relations in School Administration. Thirty-third Yearbook of the AASA. Washington, D.C.: The Association, 1955.

Campbell, Roald F. "Educational Administration: A Twenty-Five Year Perspective," EAQ. VIII (Spring, 1972) 1-25.

Campbell, Roald F. and Russell T. Gregg, (Eds.). Administrative Behavior in Education. N.Y.: Harper & Brothers, Publishers, 1957. (Foreward and Chapters 2 and 3).

Griffiths, Daniel E. (Ed.). Behavioral Science and Educational Administration. Sixty-third Yearbook of the NSSE, Part 2. Chicago: U. of Chicago Press for the Society, 1964. (Chapters 1-3 and 13).

Henry, Nelson B. (Ed.). Changing Conceptions in Educational Administration. Forty-fifth Yearbook of the NSSE, Part 2. Chicago: U. of Chicago Press for the Society, 1946.

Henry, Nelson B. (Ed.). Citizen Cooperation for Better Public Schools. Fifty-third Yearbook of the NSSE, Part 1. Chicago: U. of Chicago Press for the Society, 1954.

Henry, Nelson B. (Ed.). Community Education: Principles and Practices from World-Wide Experience. Fifty-eighth Yearbook of the NSSE, Part 1. Chicago: U. of Chicago Press for the Society, 1959.

Henry, Nelson B. (Ed.). The Community School. Fifty-second Yearbook of the NSSE, Part 2. Chicago: U. of Chicago Press for the Society, 1953.

Immegart, Glenn L. The Study of Educational Administration 1954-74: Myths, Paradoxes, Facts, and Prospects. Paper prepared for the Ohio State University-UCEA Career Development Seminar, April, 1975, 69 pps.

Melby, Ernest O. Administering Community Education. Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1955.

Moore, Hollis A., Jr. Studies in School Administration: A Report on the CPEA. Washington, D.C.: AASA, 1957. (Chapter 1, especially).